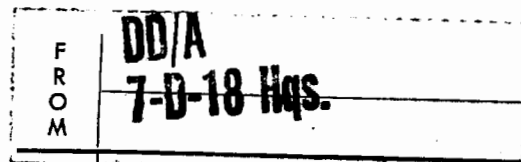


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The Support Services Historical Series

PERSONNEL PLACEMENT IN CIA
1946-71

Secret

OP-14

November 1972

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THE SUPPORT SERVICES HISTORICAL SERIES

OP-14

PERSONNEL PLACEMENT IN CIA

1946-71

by

25X1A
[REDACTED]

November 1972

25X1A
[REDACTED]

Harry B. Fisher
Director of Personnel

HISTORICAL STAFF
CENTRAL INTELLIGENCE AGENCY

Foreword

The history of placement in the Central Intelligence Agency follows closely the pattern of change, growth, and maturation of the Agency itself. As requirements grew, fluctuated, and stabilized and as the Agency's structure and operating priorities changed, the methods of operation and types of organization employed by the Office of Personnel to accomplish the placement function also underwent continuous change. Regardless of personalities or organizational politics affecting the situation at any given time, however, the central concern appears consistently to have been: how can we select, place, and manage our people better, and who should do it?

This history treats these two questions and their various answers from 1946 to 1971. It is a history of the key activities that constitute the placement function: initial selection and assignment of personnel; internal recruitment, placement, and reassignment; review and appraisal of official personnel actions; and the role of the professional placement officer. Necessarily chronological in form, the history is thin in parts because of the scarcity of written records

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of the early years, changes in emphasis in the placement functions, and the frequent overlapping and duplication caused by the overt-covert split. Parts of the account depend heavily upon the recollections of individuals who were active in placement matters over the years.

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Personnel Placement in CIA
1946-71

I. 1946-50: The Beginnings

In the summer of 1946 in the Central Intelligence Group (CIG), personnel functions were performed by a Personnel Division, a centrally placed unit under the Executive Staff for Personnel and Administration (P&A). Recruitment and placement functions were combined and performed by a single staff. The Personnel Division was headed briefly by ^{25X1A} [REDACTED] who was succeeded in September 1946 by ^{25X1A} [REDACTED]. In July 1947 the Executive for P&A was renamed the Executive for Administration and Management (A&M), and the Personnel Division was reestablished as a Branch--along with other Support Branches--in which all personnel functions remained combined.

Meanwhile, since its establishment in July 1946, the Office of Special Operations (OSO) had been forming its own administrative staff, which by mid-1948 was named the Administrative and Support Staff (A&S). Under it was a Personnel Division in which recruitment and placement functions were combined in a single unit. A parallel

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development of similar but separate arrangements in the Office of Policy Coordination (OPC) brought about a degree of duplication that led to proposals to merge the two staffs. This move was opposed by both OSO and OPC, but out of the disagreement came the formation, in September 1948, of a single Executive for Administration. Under the Executive a group of five staffs was formed, each divided into overt and covert sections. This compromise between centralization and decentralization lasted for approximately a year. 1/*

In October 1949 a fundamental reorganization established completely separate staffs to support the overt and covert sides of the Agency and in effect split personnel administration into three pieces:

The Administrative and Support Staff--later shortened to Administrative Staff--services overt activities. A&S had its own Personnel Division. Medical Services was separated from Personnel at this time and set up as a Division of A&S. There were also Fiscal and Services Divisions. The Covert Support Staff--later renamed Special Support Staff (SSS)--provided services to the covert activities. It had three divisions--Employees,

* For a general chronology of organization, see Appendix A; for serially numbered source references, see Appendix D.

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Finance, and Procurement and Supply. Both staffs were nominally under the Executive for Administration and Management (A&M). A Personnel Staff was established at the "Executive" level, and the post of Personnel Director was established. The Personnel Staff provided technical assistance to the Executive, developed personnel policies, and reviewed classification and placement actions at the GS-13 and above levels. This three-way split prevailed until October 1950, when General Walter Bedell Smith assumed the DCI responsibilities. 2/*

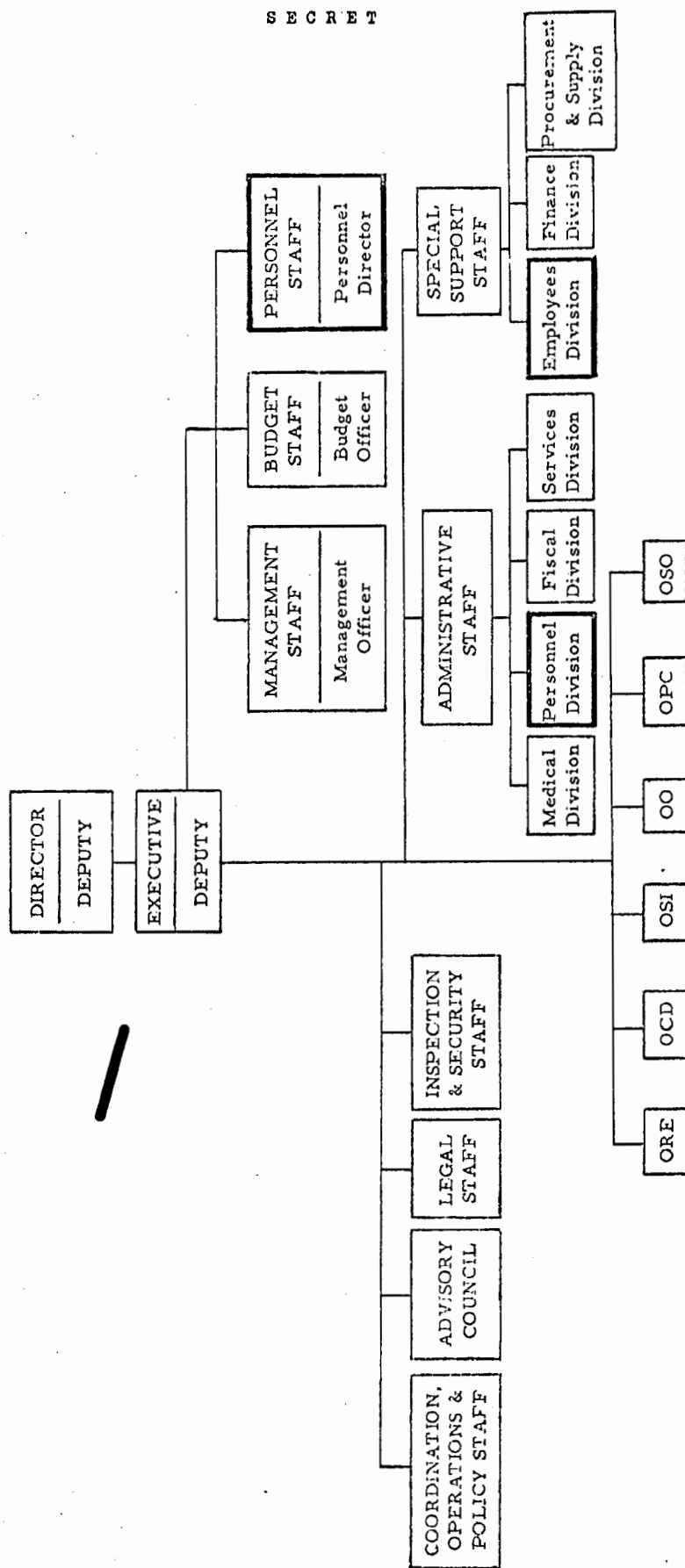
In the original central personnel unit, leadership of the procurement and placement functions was provided by Andrew Van Esso (December 1946-March 1948). Mr. Van Esso was succeeded by [REDACTED] (April 1948-April 1949)--later to become Director of Personnel--and he, in turn, by [REDACTED] (April 1949-April 1950). With the establishment of separate personnel staffs for overt and covert components, overt placement was initially under [REDACTED] (December 1948-August 1950) and later under [REDACTED] (August 1950-September 1953). The covert placement function was first headed by [REDACTED] (December 1948-May 1951) and then by [REDACTED] (June 1951-February 1953). 3/

* Figure 1, p. 3a.

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Figure 1

CIA Organization
October 1949



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In June 1952 members of the Office of Personnel prepared a summary history of Agency personnel functions that cited most of the basic problems besetting placement operations in the beginning years:

The placement units when operating as a combined procurement and placement activity, were almost totally concerned with obtaining and initially assigning personnel. Even relieved of procurement activity, the initial placement activity represented so large a volume of work that subsequent review to determine whether initial placements were satisfactory or not was impossible. It is probably in this area that the Agency pays most heavily for sacrificing a well-rounded program to the demands of recruitment. Especially in the face of uncertainty as to the types of people needed for various positions it becomes important to evaluate the success of placements to determine which kinds of qualifications have been more successful. Also it is probable that a high number of potentially qualified personnel were lost to the Agency because of job dissatisfactions which might have been discovered through placement follow-up. Losses in terms of persons assigned to positions which were performed adequately but were not best suited to individual capabilities are unmeasurable but again may be reasonably estimated in substantial number.

Other major problems mentioned were defining the proper role of placement officers in dealing with the problems cited above, the contraction and expansion of manpower ceilings, and the overt-covert split in organization. 4/

In these early years recruitment and placement were closely related both in organization and in practice. Recruiters served as placement officers, and placement officers were also recruiters. The main task, according to ^{25X1A} [REDACTED] was to determine which operating units needed what qualifications in their people and how many people they needed. The next obvious task was to find these people. After finding his candidate, the recruiter was often his own placement officer; after spending some time in the field interviewing and gathering applicant files, he would return to Headquarters and begin "selling" his applicants to the operating units. Placement officers were overburdened with record-keeping and details and had little time to make personal contact with the offices they serviced. 5/

Those who screened walk-ins and reviewed applicant files were non-professional placement officers with inadequate knowledge of the jobs they were filling. The Applicant Files Branch was overburdened and was chronically behind in coding applicants by qualification. 6/

In this period the placement officers were given authority to review and sign personnel actions on all types of activities, from

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promotions to reassignments. Processing personnel actions was not yet refined, and the placement officer had to spend much of his time in clerical tasks and record-keeping. Fitness reports were reviewed by the placement officers, but there was little time for an adequate review.

In 1947 Mr. Van Esso established a placement follow-up interview program. The purpose of the program was to interview the new employee within three to eight months after his initial employment to determine the propriety of the initial placement. As noted in the 1952 statement cited above, these interviews could not be performed regularly. The pressure for recruitment and initial placement was too great, and the problem was complicated by difficulties in communication with operating units and lack of control over the flow of applicant files through the selection process. Another frequent cause of complaint was a backlog of correspondence with applicants in process, which--in many cases--led to cancellations by disgruntled and impatient applicants. 7/

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II. 1950-53: Functional Organization of the Personnel Office and Development of Internal Personnel Management

In December 1950 the SSS and A&S Support units were discontinued and their functions remerged with the staff offices under the new Deputy Director for Administration (DDA). The former Personnel Staff, plus the overt-covert divisions, became the Office of Personnel under the directorship of William J. Kelly.* Then, as in other Support areas, responsibility for clandestine personnel matters was redivided between two divisions. This was a reconciliation of the needs for centralized administrative responsibility and the needs for operational autonomy and compartmentation. 8/

The Personnel Division Overt (PDO) provided assistance to the overt intelligence offices, later (June 1952) to become components of the Deputy Director for Intelligence (DDI), and to

* William J. Kelly served as Personnel Director of CIG and CIA from May 1947 to August 1951.

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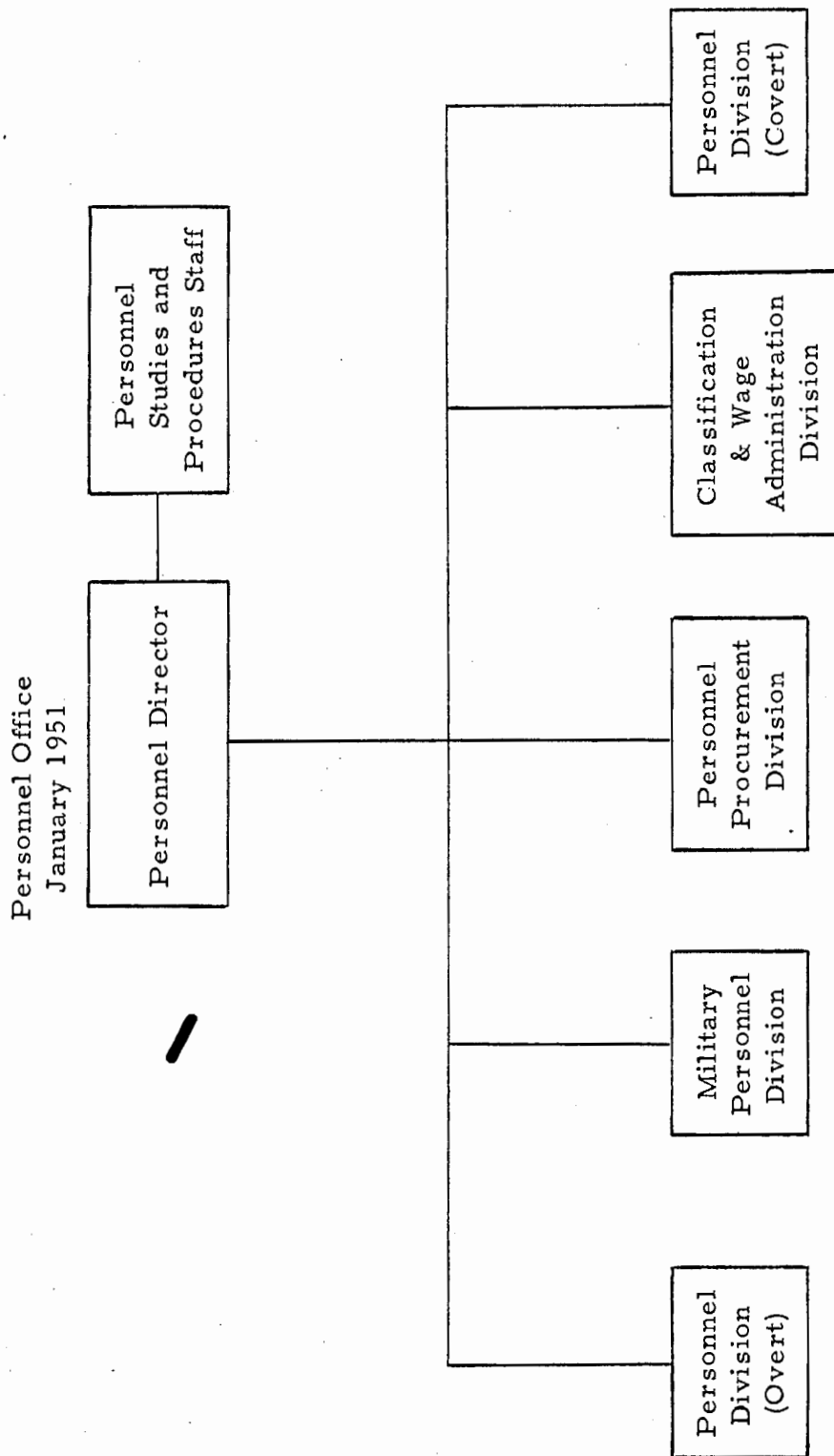
the DDA in such matters as recruitment, placement, promotion, and reassignments. The Personnel Division Covert (PDC) provided similar services to the units of the Deputy Director for Plans (DDP). From their respective placement branches, PDO and PDC assigned placement officers to the operating offices. As shown in Figure 2, recruitment functions were given to a separate Personnel Procurement Division. 9/*

The 1950-53 period was one of tremendous growth in terms of recruitment, placement, and personnel management. In the spring of 1952 the Personnel Office was EODing up to [REDACTED]. In 1950 there were [REDACTED] employees on duty; by December 1953 the total had risen to [REDACTED]. To manage these great increases in manpower strength, new recruitment and placement procedures were necessary. A study of recruitment, selection, and placement functions prepared in May 1951 by [REDACTED] Chief of the Personnel Studies and Procedures Staff, led to T/O increases for both recruitment and placement, to consolidation of applicant files and correspondence

* For Figure 2, see p. 8a.

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Figure 2



S-E-C-R-E-T

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handling procedures, and to improvements in the scheduling and control of applicant processing. 10/

When General Walter Bedell Smith became Director of Central Intelligence on 7 October 1950, almost immediately he began to emphasize his personal interest in the Agency's internal personnel management practices; and as a result there was considerable effort devoted to initial selection and placement of employees. In a memo of 13 September 1951 to PDO and PDC, the Acting Personnel Director, George Meloon, emphasized the importance of a placement program and listed what needed to be done:

The effectiveness of our personnel program depends largely upon the kind of placement work we are doing. Placement should be regarded as an internal recruitment and selection process which, as part of the general effort to secure the right man for the right place, operates as one of the most important factors in reducing employee turnover. 11/

The following steps were to be taken by PDO and PDC:

1. Review all recruitment requisitions for personnel in Grades GS-06 and above to determine which employees already in the Agency were qualified for promotion to these vacant positions.

This would require:

- a. Complete qualification coding of all employees.

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b. Recruitment to obtain personnel to fill vacancies created by promotions.

2. Initiate a regular program of placement follow-ups at 30-, 60-, and 90-day intervals following entrance on duty of new employees to establish a basis on which to:

a. Retain them; or

b. Train, reassign, counsel, or separate them. 12/

The Deputy Director for Administration, ~~Walter Reid Wolf~~, backed up Mr. Meloon's memorandum with a memorandum to all assistant Directors requesting their cooperation with the follow-up program. 13/

Concurrent with emphasis upon placement programs, the training of placement officers began on a regular basis. By June 1952, according to the OP historical statement cited above,

The concept of the placement officer as the liaison between the personnel office and the operating unit is becoming a reality. The placement officers are required to be in close and constant contact with operating officials and are encouraged to use these contacts in every possible way to improve the overall personnel program in the Agency. 14/

It appears that the renewed emphasis on in-service placement and personnel management paid off. Calendar year

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1952 saw extensive activity in follow-up interviews and codification of qualifications. During that year a monthly average of 175 follow-up interviews was conducted, an average of [REDACTED] people entered on duty per month, and 6,181 applicant files and [REDACTED] employee questionnaires were coded and placed in a qualifications register and used for in-service placement. 15/ This activity continued throughout the next year with more than 200 follow-ups per month involving 1,185 employees. In this period the placement units began to review Performance Evaluation Reports (PER's), and during FY 1953 5,000 PER's were received. This period also saw--in connection with the in-house training of placement personnel--the compilation of informational, regulatory, and procedural materials pertinent to placement activities. During 1953 placement constituted a tremendous workload. The PDC 1953 annual report stated that its nine placement officers handled an average of 554 cases of all types per month--20 cases per day per man. 16/ The placement workload in PDO in FY 1953 is reflected in the following Statement of Accomplishments, which is a good example of a contemporary functional description as well as a progress report 17/:

25X9

25X9

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The activities of the Placement Branch, Personnel Division (Overt) may be broken down into five categories:

- I. Initial Placement
- II. In Process Activities
- III. Follow up of Employees
- IV. Promotion, Transfer and Re-assignment
- V. Advisory function to Operating Offices

I. Initial Placement

A. During this period a total of 6,803 applicant files were received for consideration against vacancies existing in the DD/A and DD/I areas serviced by Placement Branch (Overt). Three thousand, nine hundred and seventy-nine of these files were clerical and 2,824 were professional. Five thousand, one hundred and thirty-three separate referrals were made to the operating offices in the process of considering the applicant for the most suitable vacancy. A total of 2,571 applicants were interviewed. Of the total number of files received and applicants interviewed (see figures above) security was actually initiated for 914 professional and 2,893 clerical cases.

B. Clerical applicant files on individuals are not referred to operating offices since it is the responsibility of the Placement Branch (O) to hire and assign all clerical personnel through grade GS-5.

C. All of the above transactions require constant attention to assure that these applicants are advised promptly of any action in connection with their applications such as, necessity for interview, tests, pre-employment physicals, additional forms or other pertinent material and to insure that they receive periodic notification from the Agency. Overt placement operations require the handling of approximately 70,000 phone calls and 1,300 letters annually.

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II. In-Process Activities

A. After security has been initiated and until the individual actually enters on duty, the Placement Branch is directly concerned with and responsible for the resolution of all inquiries and problems originating from either the individual or operating officials concerned. Questions may arise concerning release, length of time involved for completion of processing, medical problems, reasons for rejection, etc. These problems are very often time-consuming, yet result in no tangible statistics.

III. Follow-up of Employees

A. After an individual has entered on duty the Placement Officer responsible for the office where the individual is employed conducts a follow-up interview thirty and ninety days after the entrance on duty date. The individual and his supervisor are interviewed in order to assist the individuals adjustment to his job and to insure that maximum utilization is being made of the individuals' qualifications. During the period covered by this report 1,185 individuals were follow-up interviewed. This involved 2,370 separate interviews. In the large majority of these cases the initial placement was satisfactory. In those few cases where the placement was not satisfactory, measures were taken to adjust this situation such as; establishing a clearer understanding of the job, transfer to a more appropriate position, additional training or separation.

B. All Personnel Evaluation Reports on overt personnel are reviewed by the overt Placement Branch. Where the reviewing Placement Officer is alerted from information contained in these reports to situations requiring corrective action, a follow-up interview is conducted and necessary action is taken. The annual number of Personnel Evaluation Reports requiring review is approximately 5,000.

C. The Placement Branch is responsible for coding the qualifications of new employees. This requires qualification coding of approximately 1,600 employees annually.

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D. The Placement Branch is also responsible for assigning career designations to new employees. There are approximately 1,600 of these annually.

IV. Promotions, Transfers, Reassignments

A. All Standard Form 52's (Personnel Actions), including promotions, transfers and re-assignments initiated by the operating offices of the overt portion of CIA are acted upon by Placement Branch (O). During this period a total of 5,860 cases were processed by this Branch. The large majority of the individuals involved in these cases were suitably qualified. Some were held up for a clearer demonstration of qualifications, others required a written justification for the file in order to substantiate the action and others were cancelled as not being qualified.

V. Advisory function to Operating Offices

A. The operating offices are constantly calling on the Placement Officer concerned with their problems for advise and counsel. Since the Placement Officer works in close harmony with the operating office, he is aware of their problems and is in a position to render valid assistance when called upon. One category which has become increasingly important is that one dealing with employees whose work is of such a nature that separation proceedings may be the best solution for all concerned. While such cases are not numerous, Division and Branch Chiefs are depending more and more on their Placement Officer for valid advice concerning what steps should be taken in each particular case. The Placement Officer acts in an advisory capacity to the operating office in all separation cases.

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III. 1953-61: Ceiling Pressures, Placement, and the Career Services

In September 1953 the Office of Personnel underwent another major reorganization and realigned its activities even more on functional lines (Figure 3). The change came at a time when Agency personnel requirements were decreasing and when a ceiling considerably lower than the existing Table of Organization was imposed. Emphasis shifted progressively to internal recruitment, placement, and rotation.

The Personnel Division Covert (PDC) and the Personnel Division Overt (PDO) were abolished, and most of their functions and responsibilities were transferred to a new Placement and Utilization Division (P&UD). Under this system all placement officers were brought under a single division chief. In the Placement Branch of P&UD there was a senior placement officer in charge of placement for each of the directorates. But by late 1954, when P&UD was renamed the Personnel Utilization Division (PUD),

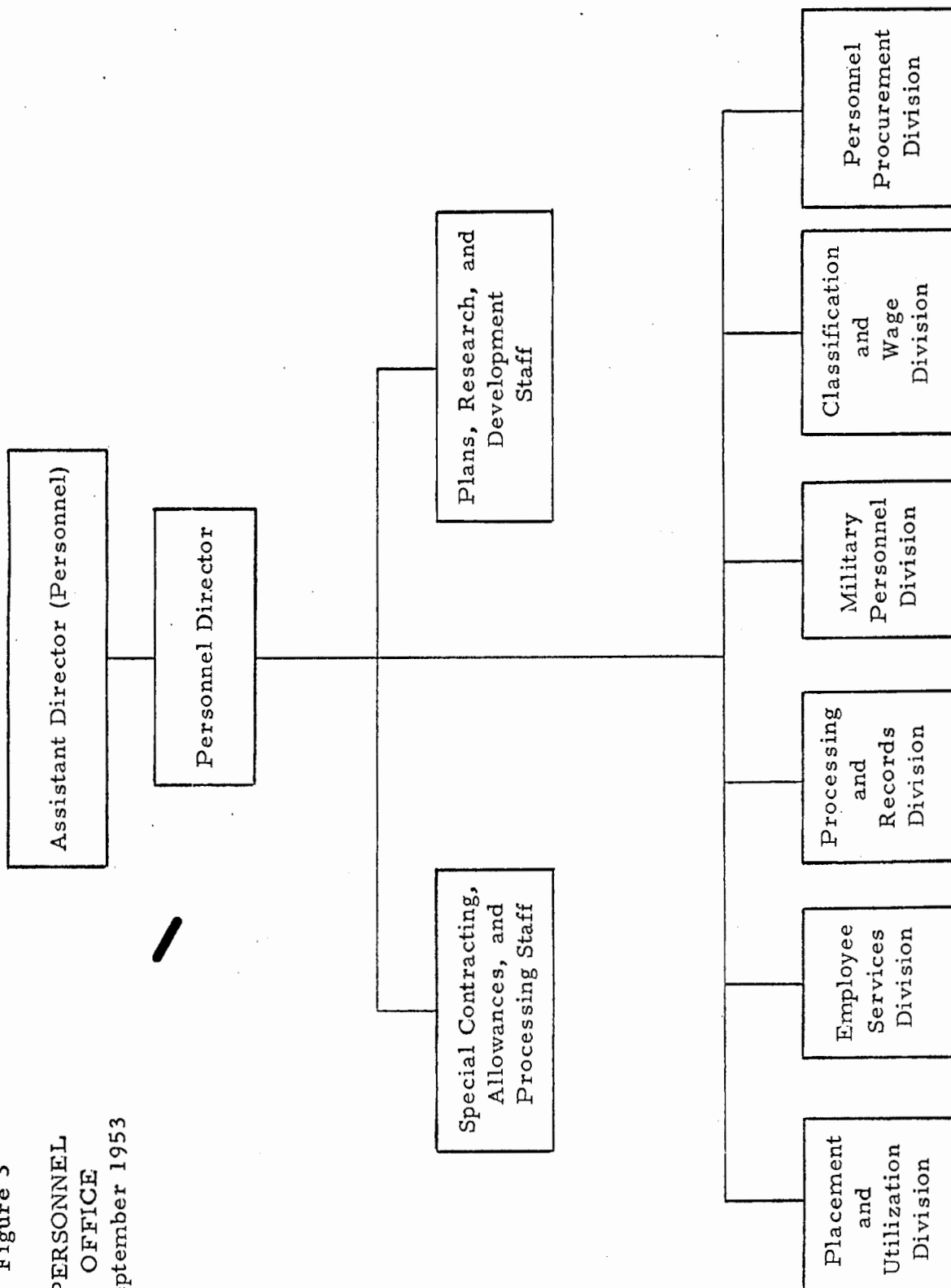
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Figure 3

PERSONNEL
OFFICE

September 1953



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a separate branch had come into existence, the Clandestine Services Branch (CSB). In 1955 PUD was renamed the Personnel Assignment Division (PAD). *

During the early 1950's officials of the operating components of the Agency continued to exercise the primary functions of assignment, rotation, evaluation, promotion, and termination; the Office of Personnel was centrally responsible for advice on these matters and for the rotation or reassignment of personnel between Career Services. With the establishment of the Career Service Boards in June 1952, the head of each Career Service assumed responsibility for these particular placement functions 18/, and the Office of Personnel assigned placement officers to the Board meetings on a permanent basis. The 1954 Progress Report of the Placement Branch discussed the situation:

During this six-month period (January-June 1954) working relationships with Career Management Officers, component Personnel Officers and Career Service Boards have been improved. Within the Clandestine Services, Placement Officers continued in their direct support of the Career Service Boards,

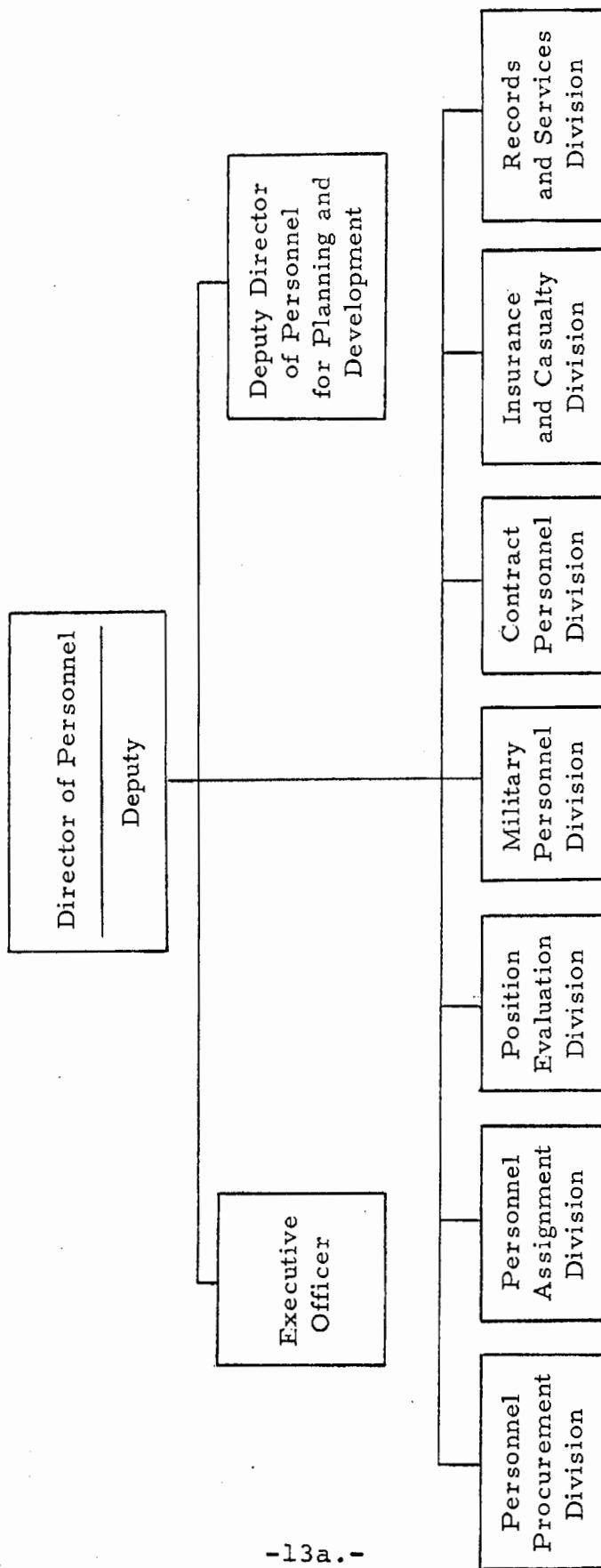
* See Figure 4, p. 13a.

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Figure 4

Office of Personnel
15 June 1955



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and attend all meetings. A Placement Officer has also been assigned to the Career Service Board of the DD/A and attends all Board meetings. The Deputy Chief, Placement and Utilization Division now serves as Chairman of the Personnel Career Service Board's Rotation Planning Committee. 19/

The same report lists three major problem areas requiring integration and coordination of the efforts of the various officials:

- a. Placement of unassigned personnel (overseas returnees);
- b. Reporting and filling vacancies;
- c. Reassignments to effect more suitable utilization.

Improvement in the advance planning of assignments of overseas returnees was sorely needed. The regular burden was difficult to manage, and in 1954 it was increased with the drastic reduction in the ^{25X1A} [REDACTED] which brought approximately ^{25X9} [REDACTED] unassigned personnel back to Headquarters in a period of three to four months. An emergency placement program was begun in order to deal with the crisis. Reassignment rosters and machine runs of qualifications and vacancies helped to some extent. Although the placement process broke down in some cases--leaving unassigned personnel to hunt on their own--most of the returnees were placed by the end of 1954. 20/ Following this crisis the Directorates and

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Career Services developed various methods of assigning personnel, methods adjusted to the low ceiling authorizations that were to continue until 1965. 21/

Although external recruitment and placement of professionals was minimized or deferred in favor of internal reassignment, the Agency suffered a severe shortage of clerical personnel in 1954. External recruitment and placement of clericals consequently intensified. Because the major requirements came from special projects within the DDP, the Clerical Placement Branch (CPB) worked closely with the DDP Career Service Board to fill vacancies. Some of the problems inherent in the Placement/Career Service relationship are reflected in the following contemporary report:

The Clerical Placement Branch has been so deeply enmeshed in satisfying immediate needs that it has not been able to devote adequate time to one of its major functions. That function provides for the assignment or reassignment of clerical personnel to opportunity type positions. Although it has participated to a great extent in reassignments initiated at the request of individuals, the Branch has as yet not been manned sufficiently well to permit the adoption of an aggressive and positive program to embark upon the type of career program now getting under way in other services. It may be palliative to note, however, that the clerical personnel assigned by the Clerical Placement Branch, are given service designations of the components they enter. This immediately removes them from the jurisdiction of the Clerical Placement Branch. 22/

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In late 1956, to help end the shortage of clerical personnel, efforts were made to improve the processing of applicants. This involved entering on duty more clerical applicants on provisional clearance and streamlining headquarters processing requirements so that people could begin their assignments more rapidly.

By mid-1958 on-duty strengths were approaching ceilings-- and exceeding them in some offices. "Surplus" personnel became a problem again, and a good deal of internal reassignment and outplacement activity became necessary. Concentration was on placement of "hard-to-get" categories, on better screening procedures, and on higher standards. The percentage of total completed professional applications referred and then rejected rose from the FY 1957 figure of 27 to 47 in FY 1958. 23/

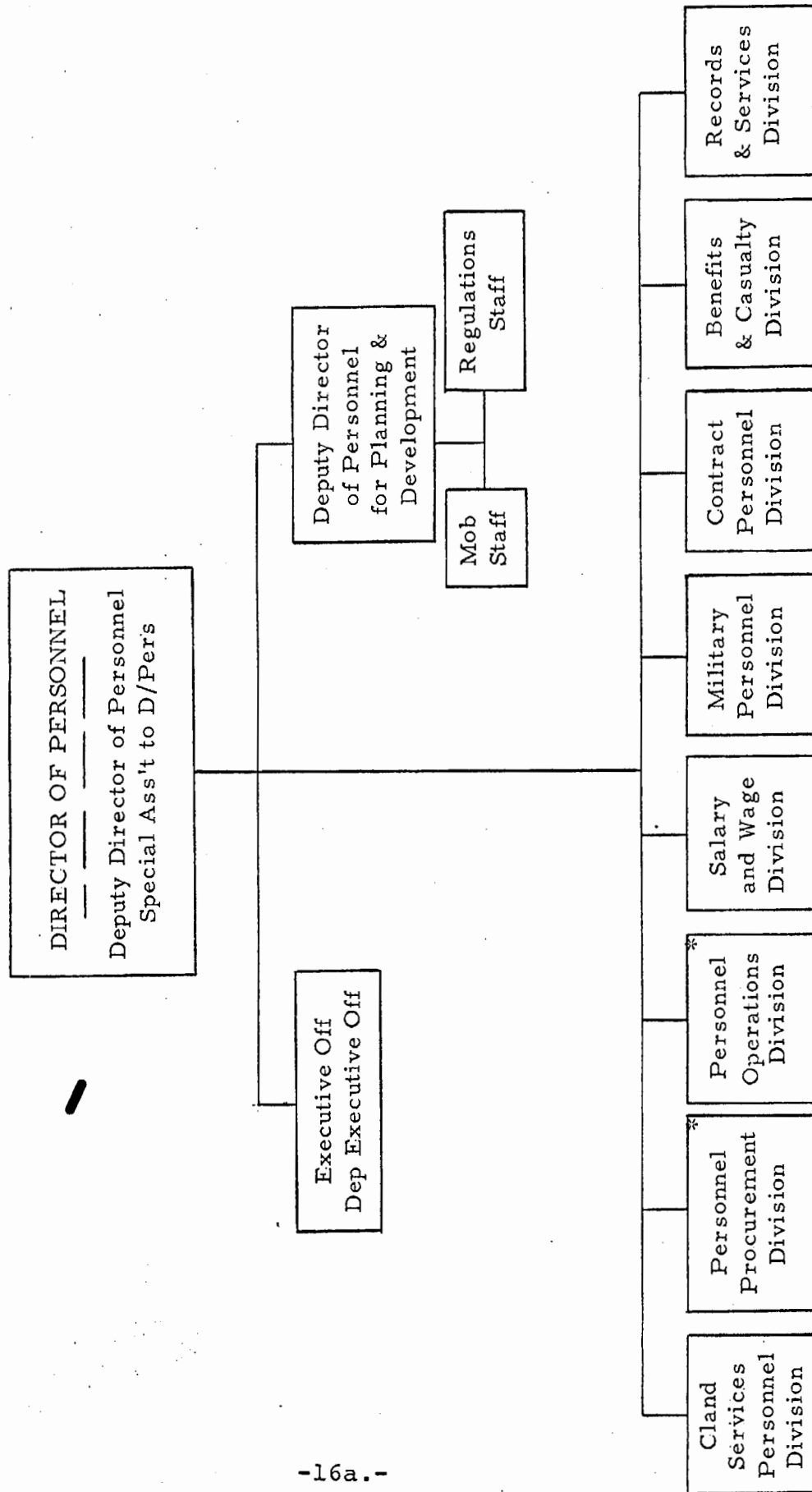
Further organizational changes of some significance took place in 1958.* The Personnel Procurement Division was merged with the Personnel Assignment Division to form the Personnel Operations Division (POD). Recruitment was subdivided into the Departmental Recruitment Branch and the Field Recruitment

* See Figure 5, p. 16a.

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Figure 5
Office of Personnel
January 1958



* Combined in a single POD before end of year

Branch. The intention was to achieve close coordination of the activities of Recruitment with those of Placement, which now were assigned to a newly created unit called the Career Services Support Branch (CSSB).

Recruitment and Placement had been closely combined operations in the first years of the Agency. This move in 1958, then, was a rejoining of the two that had been separated for more than a decade. 25X1A [REDACTED] who had headed Recruitment and Placement activities in the formative period, became Chief of POD.

In another change, the Clandestine Services Branch of the former PAD was now made a separate division, the Clandestine Services Personnel Division of the Office of Personnel. The new division, physically located in the DDP area, was placed initially 25X1A (May 1958) under [REDACTED] and in March 1959 under 25X1A [REDACTED]

For a period it appeared that Placement became submerged within and subordinated to the operations of the Career Services, as was reflected in the name of the Career Services Support

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Branch. The annual report of POD for FY 1959 reflected the change in posture:

With the above mentioned reorganization, and the resultant closer working relationship with procurement elements, direct support to the Career Services within the DDS and the DDI reduced the gray areas of responsibility that formerly existed, particularly in the flow of applicant files against recognized vacancies, the referral of reassignment cases to appropriate Agency components, correspondence to applicants and to individuals accepted for processing, and the development of procedures designed to provide more immediate service to operating units conducting positive recruitment programs. 24/

A more complete view of the functions, staffing, and operating relationships of the CSSB is afforded by the following extract from the Inspector General's Survey of the Office of Personnel in December 1959:

Career Services' Support Branch (CSSB)

(a) Originally known as the Placement Branch, later as Operations Branch, and now as Career Services' Support Branch this activity, consisting of 11 personnel, discharges for the Director of Personnel his function of supporting and assisting the Career Service elements of the DD/I and DD/S in the selection, assignment, rotation, development and utilization of personnel above the GS-6 grade level. These functions are separate from those of the Clandestine Services' Personnel Division which, with 26 additional personnel, provide support to the Clandestine Services' Career Service.

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(b) Under direction of the Chief, major functions of the branch are performed by Personnel Representatives who are assigned specific components for which they are responsible. For example, one Personnel Representative, with some assistance, serves the entire DD/I area; another handles the Offices of Logistics and Security; a third, Office of Communications and Cable Secretariat; and the fourth the principal offices of the DCI and DD/S, plus Office of Training, Comptroller's Office, and Medical Staff. Each representative is urged to become completely familiar with the program and problems of his assigned components; he advises and assists in personnel management of the component, and by representing the component in the Office of Personnel provides a single, knowledgeable point of contact on personnel matters. Specific activities include review of recruitment requests, interviews with job applicants, referral of applicant files to operating components, processing employee reassignments and authentication of personnel actions on behalf of Director of Personnel.

Personnel representatives maintain close contact with the several Career Service Boards, monitoring their activities, providing advice and technical assistance on personnel placement and reassignment, and determining uniformity of performance. The extent of active participation in meetings of the several Career Service Boards varies; however, present arrangements appear mutually satisfactory to CSSB and the respective Boards.

Although ceiling limitations in most areas had been reached, CSSB continued to be active in the selection and

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placement of certain "hard-to-get" categories--scientists, engineers, and JOT's,* for example. Procedures for this activity involved:

. . . institution of a program for the timely handling of professional applications of economists, engineers, and physical scientists thereby permitting the gaining component to make a more firm commitment to applicants falling within these scarce categories; the initiation of tests measuring professional experience in the physical sciences. . . 25/

The activities of CSSB continued in this general vein until well into 1961. During FY 1961 CSSB became extremely active in the placement of personnel in two additional specialized areas: the Biographic Register, which had been recently transferred to OCR from the State Department along with the National Intelligence Survey; and the National Photographic Interpretation Center (NPIC), which had been given a sizable increase in T/O strength. 26/

25X1A

In 1961 [REDACTED] currently (1971) Deputy Director of Personnel for Recruitment and Placement, examined the placement function, and in a report to the Deputy Director for

* Junior Officer Trainees.

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Support in December 1961 he made several appraisals and recommendations. He first recommended that the Career Service Support Branch be rebuilt and be given the "more accurate" title of Placement Branch--"This is the Branch which should have the largest role in the selection process and should be the essential link between the recruiter and the customer." 27/ He also stated that the reputation of the Office of Personnel depended to a great extent upon the performance of that Branch. Noting that the Branch, with only four placement officers, was understaffed, he recommended an increase in manning and a reorganization on the following team basis:

OFFICE OF THE CHIEF

Chief
Logging Clerk
Secretary

TEAM I

Placement Officer (DD/S Components)
Placement Officer (DD/S Components)
Clerk-Typist

TEAM II

Placement Officer (DD/I Components)
Placement Officer (DD/I Components)
Clerk-Typist

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TEAM III

Placement Officer (DD/I Components)
Placement Officer (Contract, Special Placement,
Rotational Placement)
Clerk-Typist

This would "lead to equalization of workload, more timely and complete service to components, greater speed in the processing of applicant cases, and would enable the Branch to handle applicant correspondence, "28/ which then was done in the Records and Services Division. It would reduce time-wasting movement of files and inadequate communication between branches. The correspondence, ^{25X1A} [REDACTED] stated, must be made "more personalized and responsive":

The problems which beset the selection and clearance process center around the inter-related factors of time (excessive time required for each stage of action); decision making (who makes the decision to accept or reject an applicant?); priorities (every case is of top priority to someone); and the absence of any central authority to monitor and police the system. 29/

The report followed with a detailed discussion of these points.

Basically the recommendations involved a considerable strengthening

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of the role of placement in offices, more stringent limits on the length of time files could be held, and a more realistic face-to-face relationship between the placement officers and the units they served.

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~~SECRET~~IV. 1962-66: Reorganization and Growth

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The [REDACTED] report came at a time when external recruitment was undergoing a rapid upturn and immediately before a large increase in manpower ceilings. The time was opportune, for increased activity would require many of the improvements 25X1A [REDACTED] recommended. By mid-1963 a number of changes were evident, and the level of activity reflected in FY 1963 annual reports indicated that the changes were responsive and positive.

First, in a partial reorganization of the Office of Personnel, the Recruitment Branch of POD became a Recruitment Division with a considerable increase in staffing and a number of innovations affecting the whole recruitment process. Within POD a number of changes in non-placement activities took place, and finally there was a major reorganization of the Placement Branch. The team-concept and the correspondence section recommended by the

25X1A [REDACTED] report were established, and the staffing of the Placement Branch increased. In the Annual Report for FY 1963 the work force

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The FY 1963 Annual Report also discussed all of the functions performed by the Placement Branch. Briefly, they were:

1. Advise operating units on matters pertaining to applicant selection.
2. Determine minimum qualifications of applicants.
3. Handle applicant correspondence.
4. Survey to ascertain personnel requirements for recruitment.
5. Approve all Personnel actions for DDI, DDS, DDR* (except PRA's).
6. Approve new appointments for DDP.
7. Review all "weak" and "outstanding" fitness reports.
8. Interview job applicants and candidates for reassignment; counseling of employees.
9. Schedule scientific testing.
10. Determine applications to be coded.
11. Supervise administrative orientation of new employees.**
12. Handle EOD processing.

* Deputy Directorate for Research, later the Deputy Directorate for Science and Technology (DD/S&T)

** Orientation with respect to conditions and requirements of Agency employment, separate from substantive orientation provided by the Office of Training.

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As this history indicates, these functions have all remained within the placement area since the beginning of the Agency even though at various times one or another has received special emphasis. One function that has remained constant throughout has been the final review and authentication of personnel actions.

By mid-1963 the Placement Branch had finished a year "marked by a tremendous amount of work in just sheer volume."^{31/} With large numbers of applicants in selection-processing, Placement was confronted with severe problems in keeping up with applicant correspondence and arranging invitee travel. Applicants were often faced with long waiting periods either because of the time required for security clearances or because of delays by components in making selection decisions. In FY 1963, 937 applications were cancelled or withdrawn. Most of these cancellations represented withdrawal by applicants who did not wait for completion of lengthy selection and clearance procedures, but at least ten percent (92) were cancellations by operating units which decided during the processing period that they were no longer interested in the candidates.^{32/}

On 6 December 1963 the Executive Director-Comptroller issued [REDACTED]

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strength as of 30 November. New lower ceilings were announced for the remainder of FY 1964, as was another personnel reduction for FY 1965. These reductions followed a boom period for the Agency that had increased the staffing of the Placement Branch.33/ In the August 1965 economy drive Placement assisted in reducing the strength figures for various components and, at the same time, initiated outplacement efforts. Even with these activities, the Placement Branch too was subject to the economy drive and had to cut its staff by 18.5 percent. Other problems resurfaced--among them, delays in obtaining final decisions on applicants from operating units and heavy applicant correspondence. Placement became increasingly responsible for monitoring the rate of employment and keeping daily records of gains and losses, while increasing other activities such as follow-up interviews. The workload actually increased over previous years--along with the decrease in staff.34/

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V. 1966-71: Placement Comes of Age--Innovations and Accomplishments

Toward the end of FY 1966 there was a further significant organizational change when the Office of Personnel adopted a specialized Deputy Director system and realigned its functions (Figure 6). The Placement Branch, the Applicant Files Section, and the Correspondence Branch of the former POD were combined in a Placement Division which, along with Recruitment Division (RD) and the Mobilization and Military Manpower Division (MMPD), was placed under a newly established Deputy Director of Personnel for Recruitment and Placement. ^{25X1A} * [REDACTED] became the first DD/Pers/R&P.

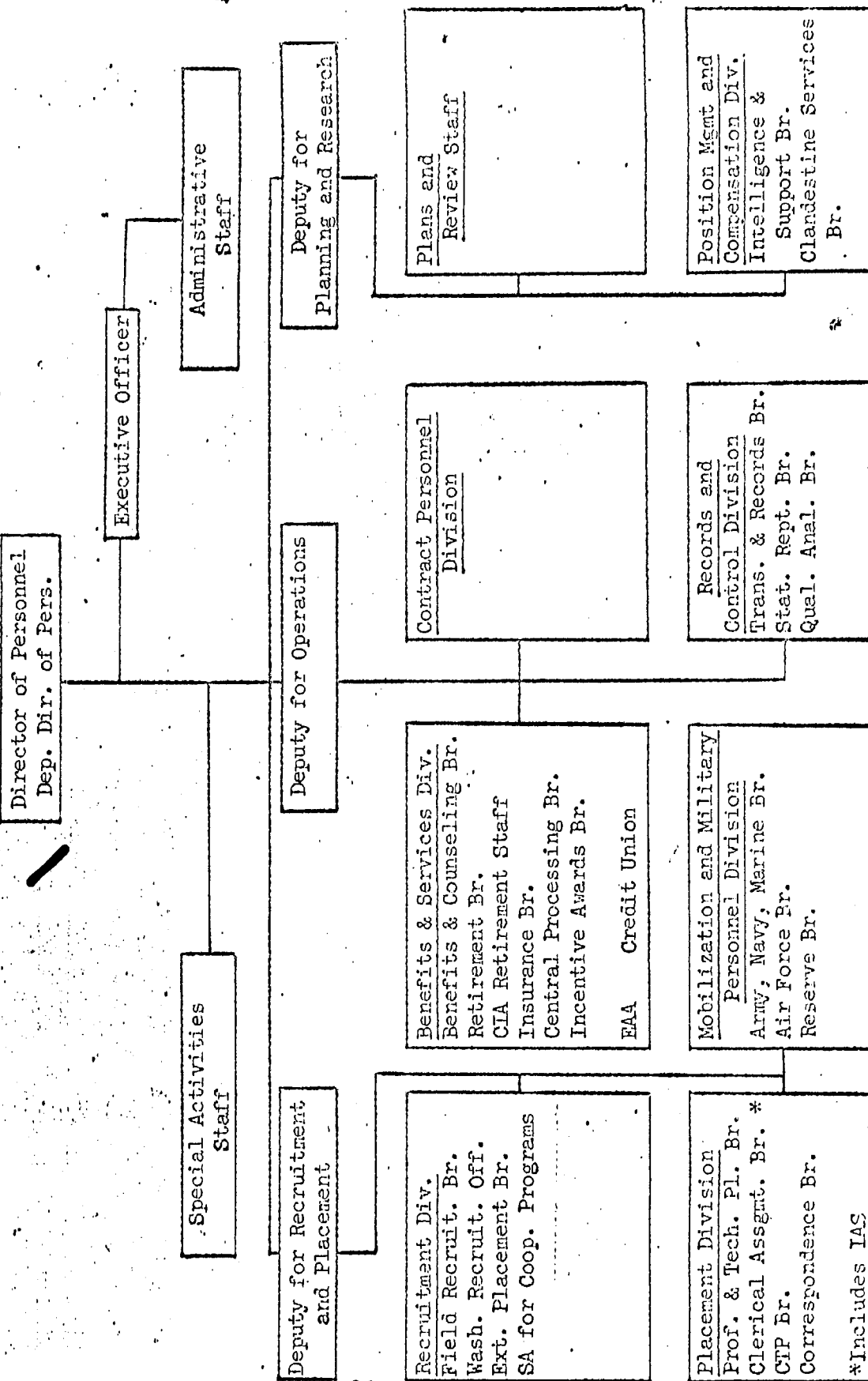
Manpower demand was great in 1966, and it appeared that ceilings would continue high for two or three years to come; improvements in both staffing and operating procedures were needed to keep up with the load. In his annual report on FY 1966,

* For details, see Appendix B.

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Figure 6

ORGANIZATION OF OFFICE OF PERSONNEL
28 March 1966



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██████████ advanced various of the Placement Division's plans and objectives for FY 1967 and FY 1968:

Placement Division, by my planning, will comprise four Branches, namely, Applicant Selection Branch, Employee Assignment Branch, Career Training Program (CTP) Branch, and Correspondence Branch. "Skills Bank Placement" will key the modus operandi of the Division's new look. . .

.

The proposed organization is based upon the following concepts concerning the functions and responsibilities of the Placement Division:

(a) The objective of the selection procedures is to screen the qualifications of available candidates against Agency needs and to generate prompt decisions as to their employment by the Agency. The selection mechanism will be oriented to the categories of skills which are required by the Agency and in terms of the availability of such skills among candidates for employment. It will exercise close control over the consideration of applicant files by operating components. In addition, it will schedule the various Headquarters appointments which are pertinent to the final decision to reject or to hire an applicant and will represent the Director of Personnel in receiving and "hosting" candidates who visit Headquarters during this screening process. Selection processing ends and EOD processing begins when the CIA decision has been made to employ a certain candidate against a particular requirement at a given salary.

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(b) EOD processing, as such, will be oriented to the requirements of employing components. This is essential in order for the components to establish proper understandings with new employees as to EOD timing, special clearances, training requirements, and the bringing new people into an established work group.

(c) Those functional responsibilities which are concerned with the management of staff personnel on duty will also be oriented in terms of service to the particular needs of Agency components. They include responsibility for authenticating official records of personnel actions; for monitoring and coordinating personnel program activities such as fitness reporting, promotions, quality step increases, and in-grade hiring; and, for representing the Office of Personnel in day-to-day contact with career services and operating components to assist them toward effecting the best deployment, utilization and development of personnel assets on duty within established ceiling limitations and management controls.

Based upon the above concepts, the work of the present Professional and Technical Placement Branch can be accomplished most efficiently by establishing one branch with responsibility for operating the skills bank and all other aspects of selection processing and another branch with responsibility (other than for CTP's) for professional and technical EOD processing, as such, and for all activities concerned with the management of professional and technical personnel on duty.

The functional responsibilities and personnel of the Professional and Technical Placement Branch should be realigned in two branches as follows:

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ASB's function was to concentrate on the initial placement of new applicants in identified vacancies throughout the Agency. The team arrangement which had been used since June 1963 was discontinued, and four placement officers and four processing assistants handled DDS, DDI, DDS&T, and DDP components. Relieved of internal management duties, ASB was now able to concentrate on selection in a manner whereby the placement officers worked more closely and quickly with operating components. Communications were improved, more knowledge of what was needed by whom was gained, and consequently better assistance and advice to the Chief of the Placement Division and to Recruitment in determining trends and forecasts were achieved. In November 1966, to systematize the flow of applicant files and to insure that every applicant would receive adequate and timely exposure to operating units, a "Skills Bank" was set up within ASB. 36/ This central bank for new professional and technical applicant files insured control with a definite purpose. Once a new applicant file was received by ASB, an open review period of seven days was immediately allowed in the Bank. The applicant's basic skills were

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placed on a daily listing of new file acquisitions, which was sent to all operating components. These offices could then come to the Skills Bank and review files in which they were interested. A time limit was placed on the files once it was removed from the Bank by an operating official. Files earmarked in advance for initial review by the JOT/CT Program went first to JOT/CT, and were listed in the Bank only when the Program staff waived its interest. The Bank was monitored by the placement officers, who kept track of applicant files that received no interest in the seven-day period. At this point, through liaison with operating officials, the placement officer continued to "sell" his applicant if he determined that the applicant was deserving of further consideration. Or, if more than one office was interested in an applicant, the placement officer met with these offices and determined an equitable disposition of the file, based upon current ceiling, priority of need, recruiter recommendation, test results, and the applicant's choice.^{37/} This system resulted in "optimizing" both the applicant's opportunities and the Agency's placement success. The Skills Bank was an extremely useful

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device in a buyer's market when there was competition for good candidates. During lulls and periods of low ceiling authorizations, however, the Bank required a good deal of "salesmanship" on the part of the placement officers to insure that components did not go too far in the other direction and suspend interest in applicant files. The establishment of the ASB and these procedural changes did much to systematize the selection process and make it more equitable and discriminating.

The Employee Assignment Branch (EAB) was established to be "Responsible for technical EOD processing and for all placement activities concerned with the management of on-duty professional and technical personnel." These activities included appointing and briefing all new professional and technical EOD's; reviewing and approving, on behalf of the Director of Personnel, all official personnel actions concerned with Staff employees; reviewing all Quality Step Increases; conducting follow-up and placement interviews; and providing daily professional advice to operating components concerning personnel matters.^{38/} These were not "rubber stamp" activities; they

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had the effect of ensuring that personnel actions were accurately prepared and in conformity with established policies and regulation. Instances of error or potential mismanagement of employees were identified, and adjustments or alternative solutions were worked out with the components concerned in such matters as mis-slotting of employees against T/O positions, unjustified use of Personnel Rank assignments, proposed promotions in excess of authorized ceilings, improper use of development complement, appropriateness of recommendations for Quality Step Increases, and others. Variations from standard practices or normal trend lines were noted and taken up with the component concerned. Follow-up interviews with employees provided some measure of job satisfaction and the appropriateness of the individual's placement. In the occasional instance in which a change of assignment appeared to be in the best interest either of the employee or the component, the Branch provided assistance in bringing about the necessary action.

FY 1967 was a big year for the Placement Division and a successful one in terms of both numbers and effectiveness of operation. Demand was high, and the newly reorganized division

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found itself fully occupied in arranging the selection, processing, and entrance on duty of the greatest number of new professional and technical employees in any year since the early days of the Korean War. * Almost [REDACTED] people were employed, all requiring processing, pre-employment interviews, briefings, EOD processing, and all the details involved in scheduling and record-keeping. This workload was handled smoothly and with very few problems or instances of employee dissatisfaction. 25X1A

In addition, good progress was made toward improving personnel forecasts, achieving more precise statements of qualification requirements for recruitment's guidance, and strengthening the Division's capability to assist the components in the management of personnel on duty. In collaboration with the Plans and Review Staff, placement officers developed means of translating personnel statistics, particularly data from previous years, into meaningful bases for projection of manpower requirements by category, in terms of the numbers that should be in

* For a comparison with similar input in previous years, see Appendix C.

process at any given time to meet ultimate EOD objectives. By focusing attention upon in-process requirements, they were able to give more timely and useful guidance to recruiters and thus adjust "pipeline" volume as necessary to fill anticipated vacancies. Another significant step was the resumption, in January 1967, of follow-up interviews with professional and technical employees after six to nine months on the job as a means of checking on the appropriateness of initial placement and of ascertaining employee attitudes. These interviews, about 125 in the course of 1967, provided an interesting sample of the reactions of new employees to job and work situations in various parts of the Agency. Attitudes were favorable in practically all cases, which provided encouraging validation of the placement process. They also reflected that impressions based on brief experience were necessarily tentative. No major problems were surfaced and the minor complaints could be resolved or alleviated by counseling. Perhaps the most noteworthy result was the satisfaction of employees with the fact that the interviews were being conducted. This activity had been initiated several years before but had lapsed because of other workload demands. 39/

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FY 1968 started at about the same level of operations as FY 1967; but as the year went on, concern over personnel ceiling limitations caused a gradual slowdown in hiring and related activities. This was the year that BALPA* caused a significant cutback in overseas personnel and its impact was felt in the second half of FY 1967. Among other things, BALPA caused a reduction in the size of the Career Training Program**; and by June 1968 the number of professional and technical applicants in process had dropped about 48 percent below the FY 1967 level. The total number of EOD's declined by only about [REDACTED] because of recruitment action in the first half of the year, but there was a downward trend in staffing that was to continue through 1971. Paradoxically, however, the workload of the Placement Division remained high. As demand in total numbers decreased, the level of selectivity increased; operating components became increasingly demanding in terms of specialized qualifications,

* Acronym for Balance of Payments; the Administration's concern over U.S. expenditures abroad led to decisions to reduce the numbers of U.S. employees overseas.

** The Career Training Program (CTP), formerly the Junior Officer Training Program.

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indicators of suitability and potential, and the like; and each case required more work on the part of selection and placement officers. For example, college degree requirements were established for a number of junior professional positions that heretofore had required only technical skills, the demand for foreign language qualifications increased, and the level of achievement on the Professional Applicant Test Battery became increasingly important as a factor in selection. Faced with ceiling reductions, components began to cut back on the number of files they reviewed in the Skills Bank, and Division officers had to do more personal "shopping" of files than before in order to make sure that many qualified applicants did not get overlooked. Assistance to the components and Career Services in the day-to-day activities of personal management continued along the lines laid out in 1967.^{40/}

Operations in FY 1969 followed closely the pattern established in 1968, when ceiling restrictions became a dominant factor in the Agency's manpower situation. As ceilings were cut back the number of EOD's declined by more than 20 percent, and again the selection and placement officers had to work hard to encourage components to plan ahead and initiate processing of sufficient numbers of the

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best qualified candidates to meet future needs. The decrease in volume of work, however, permitted the extension and refinement of the data base of personnel statistics, and improvements were made in the scheduling and monitoring of A&E* testing and medical/security clearance processing. Support to personnel management in the components and Career Services increased, the follow-up interview program was extended, and three new responsibilities were taken on:

a. Establishing and maintaining a roster of senior secretaries (GS-07 and above) who were interested in and available for reassignment, and coordinating the consideration of these candidates for senior secretarial vacancies as they occur.

b. Maintaining a "tickler" system to monitor employees on LWOP, or in an employment status that carried a time limitation, in order to insure that proper and timely administrative action was taken when called for.

c. Placement officers to serve as Equal Employment Opportunity (EEO) counselors for the areas that they serviced. The

* Assessment and Evaluation.

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EEO Program required that an employee who had a grievance must discuss his grievance with such a counselor within 15 days from the event and before he filed a formal EEO complaint. 41/

In FY 1970, on 25 September 1969, the Division was renamed the Staff Personnel Division. The former Employee Assignment Branch became the Professional Placement Branch, the former Applicant Selection Branch was renamed the Professional Selection Branch, and the Clerical Staffing Branch was transferred to this Division from the Recruitment Division. With this reorganization the Division began an expanded program of activities. In addition to its normal functions of previous years, it assumed and carried out the following new responsibilities:

- a. It took over from the Plans and Review Staff responsibility for preparation of the Advance Staffing Plan for the Agency. Through close and continuing communication with components and with good statistical interpretation of the experience data base, it developed means of improving the accuracy of input requirement forecasts.
- b. The Division became deeply involved in monitoring personnel input against losses, in relation to reduced ceiling goals.

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c. Acquisition of the Clerical Staffing Branch brought responsibility for operating the "Pool"--the Temporary Assignment Section, or TAS--and for control of clerical input in relation to ceilings.

d. On its own responsibility the Division initiated security processing on selected applicants whose technical qualifications were judged to be of potential interest to several Agency components. In 1970, 182 such cases were initiated by the Division in a program designed to cut down on time lost in preliminary file "shopping," reduce the total processing time for those who ultimately would enter on duty, and insure timely availability of candidates as vacancies occurred. Of these, 86--almost half--proved to be of interest to components, and the applicants were brought in for interviews during the year; about half of these eventually entered on duty.

e. The Division, in collaboration with operating Offices, developed a new system of Recruitment Guides to replace the former system of recruitment requisitions as guidance for action by field recruiters. These Guides were centered on the qualifications of applicants needed to meet Agency requirements rather than on the characteristics of specific positions to be filled. Prepared in a

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flexible format, they described knowledge and skills requirements in approximately 75 professional and technical fields, at grade ranges from GS-5 to GS-15, plus clerical occupations.* Shifts in requirements in new or changing fields were communicated regularly to recruiters, as were reports on the volume of demand in the various fields. The Guides were developed in recognition of the fact that an applicant with a given set of qualifications often is appropriate for consideration against several different positions in more than one component. They also constituted a smaller, less complicated, and more easily portable notebook than the book of requisitions that recruiters had carried previously. The result was more meaningful and stable guidance to recruiters, and closer coordination of recruitment and placement activity. 42/

FY 1971 was a year of change, progress, and consolidation of gains for the Division. Along with a change in name, the Division acquired a new Chief, ^{25X1A} [REDACTED] with resultant changes in emphasis in many areas of its operations. Progress was made toward achieving more personalized methods of operation--more

* For examples of Recruitment Guides, see Appendix E.

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face-to-face contact with components, with less reliance on correspondence and the telephone. A series of staff discussions explored why things are done rather than how, and how intra-Division activities might be more closely integrated. Increased emphasis was placed on providing current information to the recruiters.

The Agency's staff ceiling was reduced by 478 positions in FY 1971, resulting in renewed emphasis upon maximum utilization of on-duty personnel. Components were requested to fill vacancies by internal transfer wherever possible before resorting to external recruitment, and placement officers found themselves involved in 172 reassignment cases in the course of the year. Each case required individual counseling and, in many instances, extensive negotiation with two or more components. Success was limited, primarily by the fact that most components were over ceiling, and reassignments were effected in fewer than 25 percent of the cases, but counseling alleviated employee dissatisfaction in most of the remainder and placement officers gained valuable experience in dealing with such cases. Other worthwhile developments included a systematic procedure for reporting back to components the results of follow-up and pre-exit interviews; greater selectivity in clerical

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input; strengthening the Division's role as a source of information and positive assistance to OP and operating components in personnel management matters; refining estimates of personnel needs; and reducing the ratio of applicants in process to EOD's.

Two events that brought about a healthy degree of self-examination and a general sharpening-up in the Division's posture were an IG survey in April 1971 and an audit of all positions by the Position Management and Compensation Division (PMCD), in the same month. The IG survey report was generally favorable with respect to the Division's staffing and level of performance, and recognized that it is the focal point within the Office of Personnel for the induction and management of employees. Its principal recommendations concerning the placement function were:

- a. That both Selection and Placement Officers increase their face-to-face contacts with operating components.
- b. That greater emphasis be placed on follow-up interviews toward the end of the third year of employment rather than the first.
- c. That increased attention be given to placement, reassignment, and counseling of clerical employees.

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The PMCD report, on the other hand, noted that the workload of the Division appeared to be lessened by cutbacks in Agency hiring and recommended (a) that the Clerical Staffing Branch be reduced by one position; and (b) that the Professional Placement Officer positions be reduced by one grade from GS-13 to GS-12. No action was taken on these recommendations.

The major external factors affecting the Division were the abnormally high unemployment rate that affected all categories of personnel in the national labor market, and the Government-wide reductions in ceiling. The results were (a) more candidates for each available job, (b) greater selectivity by components, (c) fewer resignations, and (d) a concentrated need for ever-closer control of on-duty strength. The Chief of the Professional Placement Branch became the focal point for ceiling/strength controls. He monitored Agency gains and losses on a daily basis, thus permitting the Chief of SPD to keep the Director of Personnel informed of Agency progress toward meeting its reduced ceiling. As evidence of his success and of the impact of the Division's contributions to the personnel management decision-making process, the Agency began FY 1971 with an overstrength of 322 and ended it at 19 below authorized ceiling. 43/

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Thus the placement function achieved its transition from the early preoccupation with selecting and placing as many people as possible in a growing Agency, to the enlarged and much more responsible role of 1971. It still serves its original purposes of selection and placement, but it does it in a mature managerial context within which it provides information, advice, and action in support of personnel management throughout the Agency. Placement, as a key element in the Office of Personnel, has come of age.

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Appendix A

GENERAL CHRONOLOGY OF ORGANIZATION

1946 (April)	Recruitment and Placement combined in a single staff unit, part of the Personnel Division, Executive for Personnel and Administration (P&A), CIG.
1947	P&A renamed Executive for Administration and Management (A&M); Personnel Division became a Branch in which Recruitment and Placement remained combined.
1947-48	OSO (July 1947) and OPC (August 1948) each developed Administrative and Support Staffs (A&S), with recruitment and placement functions combined in Personnel Divisions.
1948 (Sep)	A single Executive for Administration established; contained five Staffs, including a Personnel Staff, each divided on an overt-covert basis; recruitment and placement combined.
1949	Executive for Administration reorganized into separate Staffs: an Administrative Support Staff (A&S) to service overt activities; and a Covert Support Staff (CSS)--later renamed Special Support Staff (SSS)--for covert components. Each Staff contained a Personnel Division in which recruitment and placement were combined.
1950 (Dec)	A&S and SSS combined under Deputy Director for Administration; Office of Personnel established, with Personnel Division--Overt (PDO) and Personnel Division--Covert (PDC) to handle internal recruitment and placement; Personnel Procurement Division (PPD) established for external recruitment.

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1952 (Jun)	Career Service Boards established; Placement officers assigned to work with each.
1953 (Sep)	PDO and PDC abolished and their functions assigned to new Placement and Utilization Division (P&UD).
1954 (Jun)	P&UD renamed Personnel Utilization Division (PUD) and a new Clandestine Services Branch (CSB) added.
1955 (Jun)	PUD renamed Personnel Assignment Division (PAD); contained Placement Branch (PB) and CSB.
1958 (Jan)	PAD and Personnel Procurement Division (PPD) combined in Personnel Operations Division (POD); placement functions placed in new Career Services Support Branch (CSSB), and recruitment subdivided into Departmental and Field Recruitment Branches.
1962 (Oct)	Recruitment Branches became a separate Recruitment Division, and CSSB replaced by a Placement Branch organized on a team basis to serve major functional areas.
1966 (Mar)	Office of Personnel reorganized to include three Deputy Directors of Personnel, each responsible for a major program area. POD abolished; placement functions, plus Correspondence and Applicant Files Branch, and CTP Branch, became Placement Division under DD/Pers for Recruitment and Placement.
1969 (Sep)	Placement Division renamed Staff Personnel Division; Clerical Staffing Branch assigned to it from Recruitment Division.

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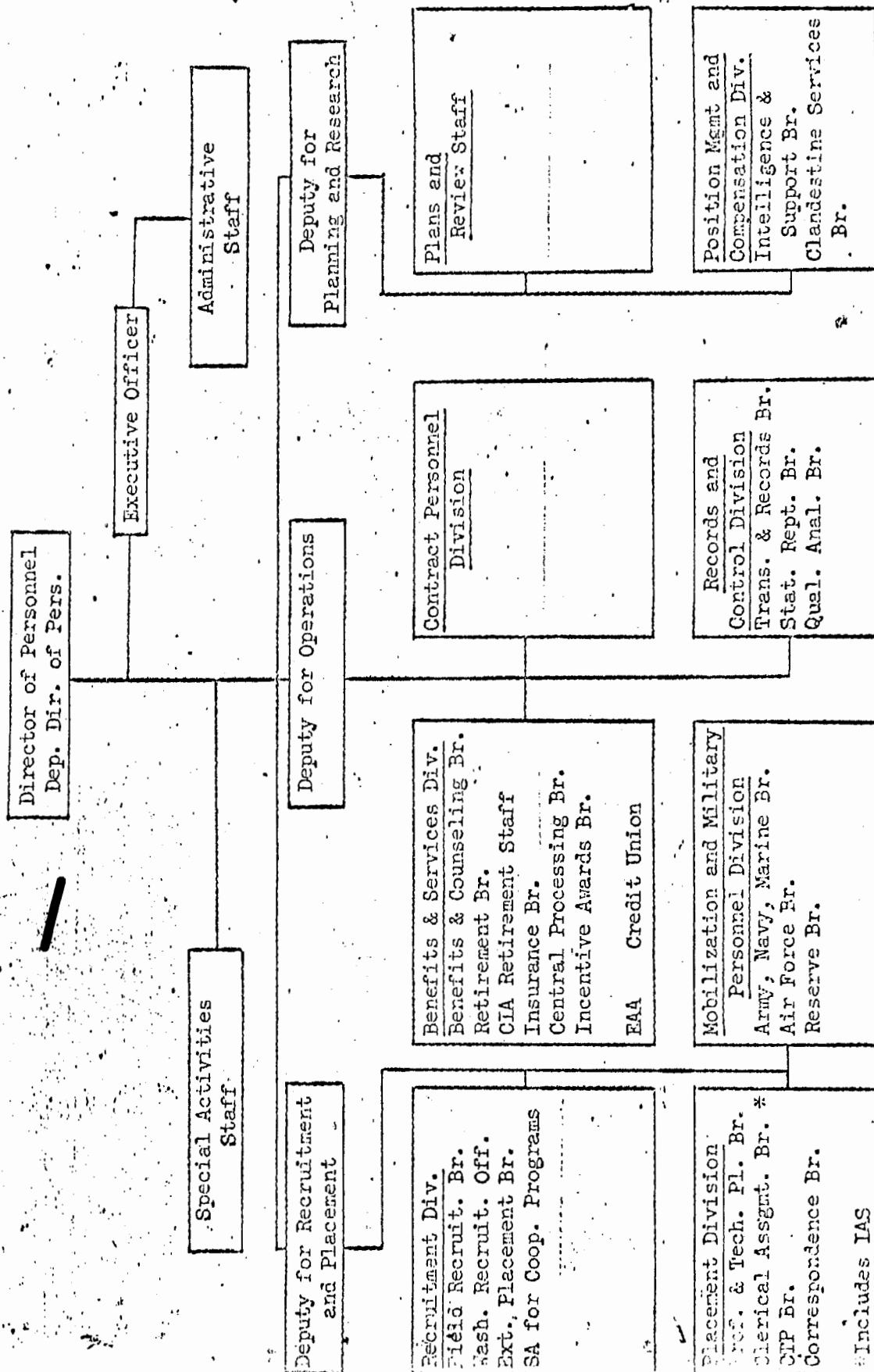
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